City of Kenema | PROFILE 2022

# MIGRATION GOVERNANCE INDICATORS

## LOCAL

IOM
UN MIGRATION

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# TABLE OF CONTENTS

## OBJECTIVES

**1** Help local authorities take stock of the migration initiatives they have in place.

**2** Foster dialogue on migration between national governments and local authorities.

**3** Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.
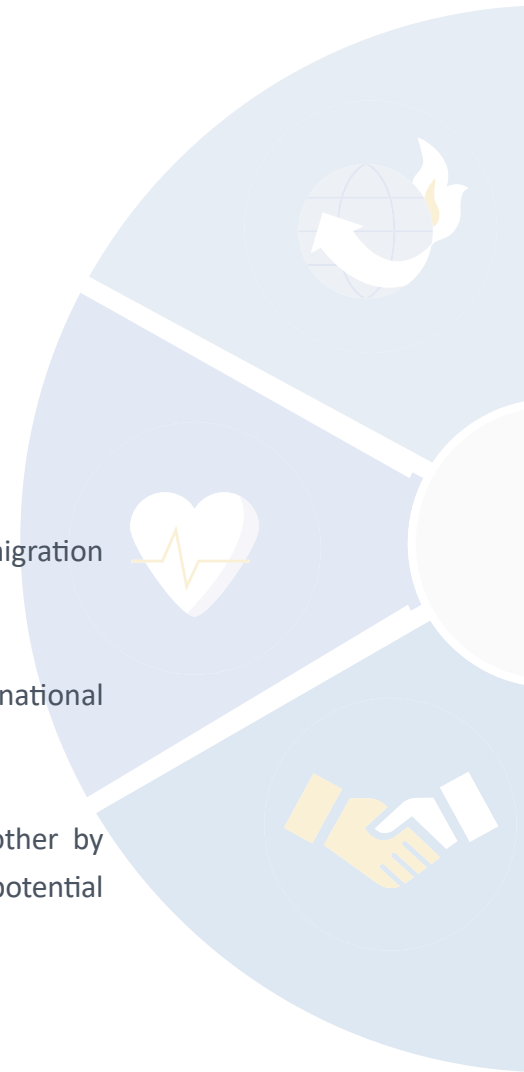
"Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation."[1]

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[1] António Vitorino, IOM Director General, Report to the 109th session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

# INTRODUCTION

## The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGI is characterized by three main fundamental attributes:

1. The MGI is a **voluntary** exercise: The MGI is conducted in countries that have requested to be part of the process.
2. The MGI is **sensitive to national** specificities: The MGI recognizes the different challenges and opportunities of each context, and therefore, does not propose a one-size-fits-all solution, but rather spark a discussion on what well-governed migration can mean.
3. The MGI is not a static tool, it is a **process**: The MGI is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

## Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance[2] has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

With this in mind, in 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

In an effort to support the discussion between levels of governments on migration governance, IOM has adapted the MGI[3] to the local level. The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI[4] is based on a set of approximately 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue

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[2] Migration governance refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term "migration management", although migration management is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

[3] The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at https://migrationdataportal.org/snapshots/mgi#0.

[4] More information is available at https://migrationdataportal.org/local-mgi.

on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGI at the national and local levels, the purpose of the Local MGI is not to provide a baseline, but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, it recognizes that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a tool to spark a discussion on what cities can do on migration within the scope of their mandate. A comprehensive picture of migration governance can be captured only by looking at different levels of government.

In 2021, four MGI assessments were carried out simultaneously in Sierra Leone at the local level for the cities of Bo, Freetown, Kenema and Makeni.

This report is the result of the implementation of the Local MGI in the city of Kenema (Sierra Leone). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of the local migration governance.

CONTEXT

## Migration trends

There is limited data on migration at the national and local levels in Sierra Leone. According to the *Sierra Leone 2015 Population and Housing Census: Thematic Report on Migration and Urbanization* (Statistics Sierra Leone, 2017), Kenema District was 1 of only 4 districts (out of a total of 14 at the time) with positive net lifetime migration,[5] along with Bo and the two districts in the Western Area (Freetown and environs).

National-level data compiled by the United Nations Department of Economic and Social Affairs for Sierra Leone estimate an international migrant stock in midyear 2020 of 53,700, representing 0.7 per cent of the total population. The total number of emigrants was 152,500, and Sierra Leone had a net migration of -21,000 in total in the five years prior to 2019.[6] Sierra Leone's National Migration Policy (2020) estimates the number of Sierra Leoneans in the diaspora to be 336,000.[7] The main destinations for Sierra Leonean emigrants are the United Kingdom, the United States of America, Canada, Australia, other European countries such as Germany and the Netherlands, and neighbouring African countries such as Guinea, Liberia, Senegal and Nigeria.

According to the 2017 Migration Profile for Sierra Leone, the main specified reasons for emigration include family reunification (37.5%), education (6.3%) and remunerated activities (2.5%) (European Commission, 2019). It is estimated that at the national level, 8,000–10,000 young people in Sierra Leone embark on irregular migration annually, of which 25 per cent are victims of human trafficking.[8]

According to the *2015 Sierra Leone Census Thematic Report on Migration and Urbanization*, over half of lifetime immigrants in Sierra Leone were Sierra Leoneans born abroad, who at the time of the census had returned home, while over a quarter were born in Guinea.[9] At the time of the 2015 census, 8.7 per cent of lifetime immigrants in Sierra Leone were residing in Kenema District.

**Figure 1. Nationalities of lifetime immigrants in Sierra Leone, 2015**
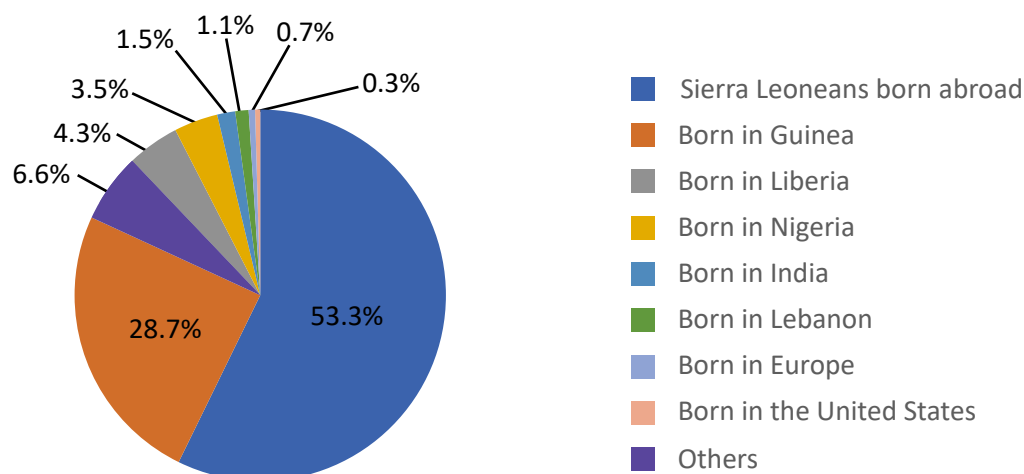


*Source*: Statistics Sierra Leone, 2017.

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[5]  Where immigration is greater than emigration.
[6]  More information is available at https://migrationdataportal.org/data?i=stock_abs_&t=2019&cm49=694.
[7]  The National Migration Policy has not been published as of September 2021.
[8]  More information is available at https://sierraleone.un.org/en/106033-statement-rcmr-babatunde-ahonsi-review-implementation-global-compact-safe-orderly-and.
[9]  A lifetime immigrant is defined as someone who was enumerated in Sierra Leone but was not born in the country.

## Sierra Leone's administrative structure

Sierra Leone is a constitutional parliamentary Republic with three levels of government: national government, local councils and chiefdom councils. Decentralization was reintroduced with the Local Government Act (2004)[10] and revised with the National Decentralization Policy (2010). There are no constitutional provisions for local governments; hence, the Constitution (1991) and the Local Government Act provide the main legal framework for local councils.

There are 22 local councils in the country, made up of 7 municipal councils in urban areas and 15 district councils in predominantly rural areas. Kenema is the capital and largest city of Kenema District, located in the Eastern Province of Sierra Leone. The city, which is divided into 17 chiefdoms, is governed by the Kenema City Council (KCC).

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[10] Sierra Leone's local government structures were removed in the 1970s and reinstated by the Local Government Act in March 2004.

## Competencies of the city

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|---|---|
| Level of decentralization of local authorities | The Local Government Act mandated 80 functions to be devolved to local councils. To date, 71 of these have been devolved. Services that are operated locally include primary and secondary health care, primary and junior–secondary education, environmental health, agriculture extension services, rural water supply, waste management and community development.<br><br>Local councils develop strategic plans and budgets in accordance with national development plans and sectoral policies. National-level ministries, departments and agencies are responsible for sectoral policy matters. They provide technical guidance and monitor the performance of relevant functions devolved to the local councils. The sectoral ministries (for the devolved services such as health, education, agriculture and social welfare) are decentralized at the district level with a department under the local council headed by a sectoral district officer, and they develop their own sector plans in accordance with national sectoral policies for approval by the local councils. |
| The competencies of cities in relation to migration | Migration policy is drafted at the national level, and local authorities rely on national agencies for guidance and funding for its implementation. Local authorities do not have dedicated staff for migration issues.<br><br>Migration issues – such as border management; the issuance of visas, passports and work permits; refugee services; and investigative aspects of irregular migration – are handled by the central Government. Local councils do not perform functions directly relating to international migration but are responsible for service delivery affecting and affected by internal migration patterns. For example, local councils provide education, housing and city planning that affect both national and migrant populations. |
| Local financing mechanisms and the restrictions on their use | Local councils and their operations are financed by their own revenue collections and transfers from both central Government and line ministries. Sierra Leone's Local Government Act allows local councils to raise revenues from local taxes; property rentals; licenses; fees and charges; and mining revenues, interest and dividends. It also provides for three types of transfer from the national Government: administrative grants, grants for decentralized services, and local government development grants. The grants from the national Government that are transferred to local councils for local service delivery are earmarked for delivery of services in all sectors devolved to local councils. The transfer amounts are calculated using a standard formula for service delivery plus an estimate of administrative costs. Local councils prepare their budgets, which must receive approval from Parliament before transfers are made. |

| Local participation in the formulation of migration policy | The Ministry of Internal Affairs and the Ministry of Labour and Social Security led efforts to develop the National Migration Policy and the Sierra Leone National Labour Migration Policy (2018), respectively. The National Migration Policy has been validated by stakeholders and tabled in Cabinet for adoption, and the National Labour Migration Policy is in the process of being implemented as of November 2021.<br><br>Local councils and district councils were involved in the development of the National Labour Migration Policy through consultations, meetings and workshops, but they were not involved in the formulation of the National Migration Policy. Both policies state that they were developed through extensive consultations with a range of stakeholders but do not mention specifically the involvement of local councils.<br><br>The Ministry of Local Government and Rural Development was recently included in the Technical Working Committee of the National Migration Policy, and by extension so too were the country's local and district councils, including the Kenema District Council. |
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# KEY FINDINGS

The Local MGI is composed of around 80 indicators grouped under the 6 different dimensions of migration governance that draw upon the MiGOF categories:

**MIGRANTS' RIGHTS**
PAGE 17

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.

**WHOLE-OF-GOVERNMENT APPROACH**
PAGE 19

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.

**PARTNERSHIPS**
PAGE 21

Indicators in this category focus on cities, municipalities or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.

**WELL-BEING OF MIGRANTS**
PAGE 22

Indicators in this category assess cities, municipalities or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.

**MOBILITY DIMENSION OF CRISES**
PAGE 23

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens both during and after disasters, especially if humanitarian assistance is available for migrants and citizens.

**SAFE, ORDERLY AND REGULAR MIGRATION**
PAGE 24

Indicators in this category look at the cities, municipalities or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.

# 1

## ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

### 1.1. Migration governance: Examples of well-developed areas

Migrants can access social services, including health care, on the same level as nationals regardless of their migratory status. However, the Kenema City Council (KCC) does not have specific mechanisms to support migrants' access to these services. The Local Government Act (2004) mandates local councils, including KCC, to deliver primary and secondary health-care services to their respective communities. Primary health-care services are provided by local councils under the technical lead of the District Health Management Team, which is responsible for overseeing the implementation of health services according to national sectoral policies. Government-funded health-care facilities at the municipality level are supervised by KCC, which provides management oversight. The Local Government Act lists 80 functions in total for local councils, including KCC, to deliver, such as waste management and water supply management.

Community-based organizations in Kenema typically collaborate with non-governmental organizations (NGOs), such as World Hope International (WHI) and the Advocacy Network Against Irregular Migration (ANAIM), to facilitate direct community engagement in the reintegration and acceptance of returning migrants and trafficking survivors in the municipality. Organizations campaigning against human trafficking – such as the Movement for Resettlement and Rural Development, the Kenema District Education Network, and the Foundation for Development, Democracy and Human Rights – also collaborate with KCC on trafficking issues and conduct awareness-raising initiatives with the National Task Force on Human Trafficking, WHI and ANAIM.

### 1.2. Areas with potential for further development

Migrants, regardless of their migratory status, can enrol in all public education institutions if they pay tuition fees. However, KCC does not have specific measures to ensure that migrants can access primary and secondary public education. According to the Local Government Act, management of district education schools, funding of primary to mid-secondary schools approved and assisted by the Government, and school supervision functions fall to local councils, including KCC. The operation of schools and the implementation of other education-related activities in the city of Kenema are managed by the District Education Office under the supervision of KCC.

There are no measures in place to integrate migrants in the public education system at either primary or secondary levels in the city of Kenema. The Kenema District Economic Recovery Programme 2007–2011 (2007) – the main strategy document guiding the development of KCC – also does not include such measures.

KCC does not have any specific programmes in place to ensure migrants' access to social housing. The social housing system available in Kenema is managed by the National Social Security and Insurance Trust, which aims to provide affordable housing to Sierra Leoneans. However, there is no affordable social housing in Kenema, but there is a housing office in the city that is responsible for the planning and management of its infrastructural development, including enhancing human settlement development.

KCC does not have a mechanism to provide migrants with legal advice and services. However, there is a referral mechanism at the national level to provide survivors of trafficking with legal advice. Additionally, Sierra Leone's Legal Aid Act (2012) aims to "provide accessible, affordable, credible and sustainable legal aid services to indigent persons", and eligibility is based only on income levels.

There are no specific measures at the local level to combat discriminatory practices towards migrants in the provision of social services. Local authorities in Kenema have not conducted information or awareness-raising campaigns to fight xenophobia and exclusion or promote acceptance towards migrants.

The National Migration Policy (2020), which was developed by the Ministry of Internal Affairs, proposes to "develop an action plan to prevent and detect the exploitation, abuse and discrimination of national and migrant workers".

KCC does not offer specific information or orientation programmes for newly arrived immigrants. Such information, for example on immigration procedures, is offered through the Sierra Leone Immigration Department's offices, which are supervised by the Ministry of Internal Affairs. The Immigration Department is decentralized, with offices present in various cities, including Kenema.

There are no specific measures in Kenema to assist those who wish to emigrate, but there are some measures available at the national level. For example, the Ministry of Labour and Social Security helps Sierra Leoneans wishing to emigrate for employment abroad, and it is responsible for registering and monitoring international jobseekers. The Ministry stations an officer in the city of Kenema to refer jobseekers who are registered and agencies who intend to carry out recruitment activities to the Labour Migration Unit of its Headquarters in Freetown.

KCC cooperates with NGOs to provide social services to the population in general, but not to migrants specifically. There are very few NGOs providing specific services to migrants in Sierra Leone, and most of them focus on trafficking survivors.

Migrants are not allowed to vote in elections at any level in Sierra Leone, as stipulated by the Public Elections Act (2012).

There are no specific measures or procedures at the local level in the city of Kenema to ensure the protection of migrant children, unaccompanied minors and children left behind.[11] However, various child protection agencies operating in Kenema District – including the International Rescue Committee, Defence for Children International and the United Nations Children's Fund – collaborate with the Ministry of Social Welfare, Gender and Children's Affairs. At the national level, the Refugees Protection Act (2007) specifies procedures to ensure the protection of unaccompanied minors in refugee situations and child victims of trafficking. These procedures and processes are managed by the Ministry.

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[11] "Children left behind" refers to children raised in their home country, who have been left behind by adult migrants responsible for them.

## 2 FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

### 2.1. Migration governance: Examples of well-developed areas

The Sierra Leone Immigration Department hosted at the city level in Kenema has jurisdiction for the district and is headed by an acting Migration Officer,[12] whose office implements immigration policies and rolls out the National Migration Policy (2020). The Migration Officer is appointed by and reports to the Sierra Leone Immigration Department Headquarters in Freetown. The Kenema City Council (KCC) is involved in the Provincial Security Committee and the District Security Committee.

KCC has taken steps to enhance vertical policy coherence on migration-related issues. The Immigration Service Directorate liaises with KCC through meetings and workshops when the need arises, typically several times a year. For example, in 2019, the Directorate with the support of IOM organized a stakeholder consultation workshop on the decentralization of the National Task Force on Human Trafficking in Kenema, where participants discussed the development of the National Migration Policy.

### 2.2. Areas with potential for further development

There is no dedicated coordination mechanism for migration issues at the local level in the city of Kenema. At KCC's NGO Coordinating Platform, development partners operating in the city meet monthly and provide updates on their activities, discussing migration issues if needed; however, their work does not relate specifically to migrants.

The city of Kenema does not have a single desk or migrants' office to streamline orientation services for immigrants, such as providing access to services or information regarding migrants' rights, obligations and access to municipal public services. Typically, information regarding services in general is disseminated via local radio stations, online newspapers and billboards. However, KCC is working to incorporate migrant issues into the Kenema District Development Plan, with the support of governmental and other partners as of November 2021. At the national level, the Sierra Leone Immigration Department is responsible for providing orientation services to immigrants. It is the first point of contact for migrants, and from there, they can be referred to the other relevant agencies, such as the Ministry of Labour and Social Security for work permits, or the Ministry of Social Welfare, Gender and Children's Affairs for social protection issues.

While KCC does not have a department tasked with engaging with diaspora groups in its jurisdiction, some diaspora groups, such as the Lebanese community, are active in Kenema, and they have engaged with local authorities on an ad hoc basis. For example, in April 2020, the Lebanese community donated food and other key items to the Kenema District Ebola Emergency Operations Centre for onward distribution to quarantine facilities.

Municipal-level public servants in Kenema do not receive training on cultural sensitivity, gender or human rights.

KCC does not have a specific migration strategy defined in a programmatic document or manifesto, and there is no department responsible for designing migration policies at the local level. Local councils develop local strategic and development plans, but migration policies are developed nationally. The role of the migration department in Kenema – a branch of the Immigration Department – is limited to border management in Kenema District.

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[12] The Migration Officer is "acting" because they have not yet reached the grade of an Immigration Officer, but they perform the duties of the post.

KCC does not collect or publish data related to migration. The National Labour Migration Policy (2018) and the National Migration Policy aim to improve data collection at the national level, but relevant measures have not been implemented as of November 2021.

# 3 ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

## 3.1. Migration governance: Examples of well-developed areas

Civil society organizations in Kenema collaborate with the Kenema City Council (KCC) to organize monthly inter-agency meetings, where updates on migration- and trafficking-related issues are addressed. Additionally, KCC engages with all associations, businesses and communities registered in the municipality on an ad hoc basis. However, migration is not a priority topic in these discussions.

KCC regularly cooperates on migration issues with IOM and other United Nations agencies. In 2015, for example, IOM mobile training staff delivered courses on infection prevention and control to 40 correctional officers based in Kenema. In 2021, IOM and the Ministry of Youth Affairs, in collaboration with KCC, organized the first National Youths Town Hall Event on Irregular Migration in Kenema, where migrant returnees, district youth councils, and IOM and government officials discussed the issue of irregular migration and how to support young people to make informed migration decisions.

## 3.2. Areas with potential for further development

KCC does not formally or regularly engage with academia, migrants' associations, or members of the diaspora and expatriate communities in agenda-setting or the implementation of migration-related policies and programmes. Nonetheless, each migrant population in Kenema has an appointed leader with whom KCC engages on an ad hoc basis, especially during emergencies.

KCC is not part of any international network on migration-related issues. At the national level, Sierra Leone is part of the Migration Dialogue for West Africa (MIDWA); the Euro-African Dialogue on Migration and Development (Rabat Process); the African, Caribbean and Pacific Group of States (ACP)–European Union Dialogue on Migration and Development; and the Pan-African Forum on Migration (PAFOM).

KCC has city-to-city exchange partnership programmes – namely with Koidu and Makeni in Sierra Leone and Accra and Kumasi in Ghana – but these do not focus on migration-related issues.

# 4 ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

## 4.1. Areas with potential for further development

The Kenema City Council (KCC) does not monitor the local labour market demand for immigrants nor the local labour supply and the effects of emigration.

There are measures in place in Kenema to promote gender equality, but these are not specific to migrants. For example, the Kenema District Economic Recovery Programme 2007–2011 (2007) sought to assess the scope for information and communications technology initiatives for women's groups to support functional literacy, market information and economic empowerment, as well as to analyse the role of women in the process of local economic development. While these initiatives did not make any specific provisions for migrants, women migrants meeting the entry requirements were still eligible to participate.

KCC does not implement programmes to promote and facilitate the inclusion of migrant workers in the workforce or to help hire migrants, including the employment of foreign residents in the local public sector. However, migrants may apply for jobs if they have a valid residence permit. At the national level, migrants are granted work permits only when no Sierra Leoneans are available for recruitment. The Sierra Leone Local Content Policy (2012) stipulates that at least 20 per cent of an organization's managerial positions and 50 per cent of its intermediate positions must be held by Sierra Leonean citizens.

There are no local programmes to support foreign residents in entrepreneurship. However, both nationals and migrants can have a business in Kenema provided that they obtain a council business license and a business registration certificate. At the national level, the National Migration Policy (2020) includes a policy objective to "create a smooth and seamless process to register businesses and start-ups in order to attract foreign investors and highly skilled workers to the country", but it does not define a role for local councils in this regard.

There are no specific measures to encourage international students to work in Kenema after graduation.[13] International students wishing to stay in Sierra Leone to work must follow the general procedures for applying for a work permit and meet the criteria outlined by the General Law (Business Start-up) (Amendment) Act (2007).

KCC has not created programmes to reduce or monitor the costs of sending and receiving remittances. At the national level, the Ministry of Finance oversees remittance-related issues, and the Office of Diaspora Affairs under the Ministry of Foreign Affairs is responsible for promoting the formal banking system with respect to remittances. One objective of the National Migration Policy is the removal of barriers to sending remittances, such as the high fees associated with transmission; however, action plans for the implementation of the Policy have not been developed as of November 2021.

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[13] There is one university in Kenema – the Eastern Technical University.

# 5 EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

## 5.1. Migration governance: Examples of well-developed areas

During emergencies, the Kenema City Council (KCC) uses local radio stations, public community centres, and communication services provided by the Sierra Leone Broadcasting Corporation to communicate with the public. Information is disseminated in languages that most migrants can understand, including English and the most spoken local languages in Sierra Leone – Krio, Mende, Temne, Limba and Fullah. In Sierra Leone, emergency response is categorized into various pillars, and the Ministry of Information and Communication leads the pillar for communication and social mobilization. It works with stakeholders at both national and local levels of Government, including local councils such as KCC, to communicate with the public during emergencies. The National Disaster Management Preparedness Plan (2006) aims to increase public awareness of disaster risk reduction through information dissemination; improving disaster risk reduction communication is one of the strategic objectives of the Disaster Management Department.

## 5.2. Areas with potential for further development

There is no strategy in place at the local level for emergency management that accounts for human mobility and the specific needs of migrants and displaced persons. During emergencies, KCC collaborates with the National Security and Central Intelligence – the lead agency for handling emergencies at the local level. KCC aims to promote better disaster risk management, public awareness of disasters, and the incorporation of disaster risk management into development planning. At the national level, the National Disaster Management Agency Act (2020) establishes a decentralized structure for disaster management. Under this structure, district and chiefdom disaster management committees are responsible for disaster risk reduction activities and responding to localized disaster situations in close coordination with, and under the oversight of, the National Disaster Management Agency (NDMA). The NDMA was established through an Act of Parliament in 2020. Its primary objectives are to manage disasters and similar emergencies throughout Sierra Leone, and to develop the capacity of communities to respond effectively to disasters and emergencies. It is the coordinating body for disaster response.

KCC does not have coordination agreements, partnerships or referral systems with key actors to assist migrants during local emergencies. It also does not have a contingency plan to manage large-scale population movements in times of crisis. KCC follows the National Disaster Management Preparedness Plan, with the assistance of civil society groups to manage large-scale population movements in times of crisis. Large-scale emergencies are managed at the national level by the NDMA under the Office of National Security.

The Kenema District Economic Recovery Programme 2007–2011 (2007) does not contain specific measures for preventing and addressing the displacement impacts of disasters, or provisions for refugees and internally displaced persons; it also does not address post-crisis recovery. Additionally, migration issues are not included in recovery strategies at the local level in the Kenema municipality.

While there are no specific mechanisms at the local level to protect migrant children or unaccompanied minors during times of crisis, KCC's Social Welfare and Community Development Department is responsible for the protection of all children regardless of their migratory status. At both the local and national levels, the Ministry of Social Welfare, Gender and Children's Affairs is responsible for social protection issues during crises for all persons, irrespective of nationality, as well as for the reunification of children and their families or caregivers.

# 6 ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

## 6.1. Migration governance: Examples of well-developed areas

All national police personnel, including those joining Kenema's Metropolitan Police, receive training on human trafficking at the National Police Training School, which is under the command of the Sierra Leone Police. The police and armed forces working at the borders, including local-level police, have also received regular training from external organizations on human trafficking. For example, in 2019, World Hope International – a non-governmental organization – conducted a three-day anti-trafficking training course in each of Sierra Leone's border districts, including Kenema.

## 6.2. Areas with potential for further development

There are no specific mechanisms locally or nationally to ensure that migrants have access to justice and public safety. However, at the national level, Sierra Leone's Legal Aid Act (2012) does not distinguish between citizens and migrants in its criteria and procedures for determining eligibility for legal aid. There are no training programmes at the local level for public servants in Kenema on migration issues, but labour officers and social workers employed by the central Government to work at the local level receive ad hoc training on labour migration and trafficking through the national ministries.

There is no local programme focused on facilitating migrants' reintegration in Kenema. However, in February 2021, over 20 district youth officers, district chairpersons and other members of the district youth councils established a network with migrant returnees to raise awareness of the dangers of irregular migration. At the national level, the National Migration Policy (2020) includes a chapter on the "Return and reintegration of Sierra Leonean emigrants", which includes improving the national infrastructure for attracting skilled emigrants and promoting reintegration as objectives.

The Kenema City Council (KCC) has not taken steps to facilitate the arrival of refugee populations under its jurisdiction. Local councils in Sierra Leone do not have formally delegated authority regarding refugee matters. Sierra Leone's Refugees Protection Act (2007) does not specify the role of local councils in the provision of services for refugees arriving in their locality. The national revised Contingency Plan for Possible Population Movement (2020) notes that refugees are to be referred to the National Commission for Social Action. KCC has not participated in any relevant resettlement or repatriation planning as of November 2021.

KCC does not have a local strategy to combat human trafficking. At the national level, the National Task Force on Human Trafficking – established by Sierra Leone's Anti-Human Trafficking Act (2005) and co-chaired by the Ministry of Social Welfare and the Ministry of Justice – brings together relevant ministries, departments and agencies. The Task Force is decentralized into 14 districts, including Kenema, with support from IOM, in order to enable a more direct response to incidents and provide support services to victims. Additionally, both the National Migration Policy and the National Labour Migration Policy (2018) contain sections that aim to improve the Government's response to migrants' vulnerability to trafficking.

# MIGRATION GOVERNANCE INDICATORS

**LOCAL**

# PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key local COVID-19 policy responses in the city of Kenema from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Kenema in order to effectively assess local migration governance in the context of the COVID-19 pandemic.

In Kenema, COVID-19-related health services, such as contact tracing, testing and treatment, are freely available to everyone regardless of their nationality or migratory status. Sierra Leone's COVID-19 response is directed by the National COVID-19 Emergency Response Centre, located in Freetown. District COVID-19 Emergency Response Centres have been established throughout the districts, including Kenema District. Kenema has one Community Treatment Centre for mild and asymptomatic cases.[1]
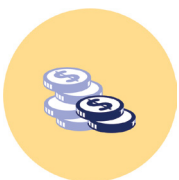
The Kenema City Council (KCC) does not offer fiscal and social security measures in the context of COVID-19 that are available to migrants residing in the city. However, at the national level, some fiscal and social security support has been provided to everyone regardless of their nationality. For example, a strategic objective of the Government's COVID-19 Quick Action Economic Response Programme, launched in May 2020, is the expansion of safety nets to include vulnerable groups, by providing food assistance and expanding the cash transfer programmes of the National Commission for Social Action.[2]

Migratory status is not captured as a separate variable in the collection and dissemination of key COVID-19 health statistics in Kenema. The national-level Directorate of Health Security and Emergencies publishes daily data on the number of cases, disaggregated by district but not by migratory status.[3,4]

1 World Health Organization, Updates on COVID-19 Sierra Leone. Available at https://who.maps.arcgis.com/apps/dashboards/e5d453431c2143639d2ea3ef585e20a6.
2 Government of Sierra Leone, COVID-19 Quick Action Economic Response Programme (QAERP) (2020). Available at www.statistics.sl/images/2020/Documents/GoSL_COVID_19_Quick-Action-Economic-Response-Programme.pdf.
3 Government of Sierra Leone, Ministry of Health and Sanitation, *National Action Plan for Health Security (NAPHS) 2018–2022* (Freetown, 2018). Available at https://reliefweb.int/report/sierra-leone/sierra-leone-national-action-plan-health-security-2018-2022.
4 Office of the President, Statement by His Excellency, Dr. Julius Maada Bio, President of the Republic of Sierra Leone at the Third Press Conference on COVID-19. State House, Freetown, 8 April 2020. Available at https://statehouse.gov.sl/statement-by-his-excellency-dr-julius-maada-bio-president-of-the-republic-of-sierra-leone-at-the-third-press-conference-on-covid-19-state-house-freetown-8-april-2020/.

There is evidence of diaspora contributions to the COVID-19 response in Kenema. Pamoja – a United Kingdom-registered non-governmental organization – obtained funding from the European Union to support the COVID-19 response in Kenema, namely by supporting the dissemination of messages on COVID-19 prevention and control in the city. Additionally, the Sierra Network Charity Foundation – an organization based in the United States and comprising Sierra Leoneans in the diaspora – donated 200 face masks to KCC.[5]

There are no measures in place at the local level to support or facilitate the reintegration of nationals and residents returning to Kenema in the context of COVID-19. However, IOM assists in the repatriation of nationals who have been victims of smuggling or trafficking, and those who have been stranded abroad during the COVID-19 pandemic, from multiple countries (including Senegal, Nigeria, Côte d'Ivoire and the Niger), and provides a reintegration package consisting of food, psychosocial counselling and livelihood assistance – with support from the European Union Emergency Trust Fund for Africa.[6,7]

5  Sierra Network Salone, Sierra Network Charity Foundation boost the fight against COVID-19 in Kenema. 28 August 2020. Available at https://snradio.net/sierra-network-charity-foundation-boost-the-fight-against-covid-19-in-kenema.

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7  IOM, 99 stranded Sierra Leoneans return from Niger. 16 October 2020. Available at www.iom.int/news/99-stranded-sierra-leoneans-return-niger.

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ANNEXES

## MiGOF: Migration Governance Framework[14]

In an attempt to define the concept of "well-managed migration policies", the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as "the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas".

The Framework sets out the essential elements of "good migration governance" – 3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.[15] IOM's view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:
   (i)   Adheres to international standards and fulfils migrants' rights;
   (ii)  Formulates policy using evidence and a "whole-of government" approach;
   (iii) Engages with partners to address migration and related issues;

As it seeks to:
   (i)   Advance the socioeconomic well-being of migrants and society;
   (ii)  Effectively address the mobility dimensions of crises;
   (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a "high road" or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

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## The MGI process

**1**

**Launch of the Local MGI process**

The first step of the process is to explain to key national and local government officials what the Local MGI entails, in order to ensure full understanding of the project and complete buy-in at both levels.

**2**

**Data collection**

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGI. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.

**3**

**Multi-stakeholder discussions on the results of the MGI**

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.

**4**

**Final report**

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal[16] and upload it on the IOM Publications Platform.[17]

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[16] You can find the profiles at www.migrationdataportal.org/overviews.
[17] Please see https://publications.iom.int/.

www.migrationdataportal.org/mgi

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